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THE COMMITTEE
OF FOURTEEN

NEW YORK CITY

ANNUAL REPORT
FOR 1927

105 W. 40th St.
NEW YORK
1928

THE COMMITTEE OF FOURTEEN

1905-1928

The Committee was organized with fourteen members in January, 1905, to secure the suppression of the disorderly resorts known as "Raines Law hotels". This was a serious existing phase of commercialized prostitution, reported by the Committee of Fifteen (1902).

The new Committee effected the general suppression of these hotels and of many disorderly resorts certificated to traffic in liquor by securing amendments to the Liquor Tax Law, and more effective action by the State Excise Commissioner; the imposition of more drastic penalties by the courts, and generally, by coöperation with the brewers and surety companies.

The Committee's work was extended in 1912 to include all forms of commercialized prostitution. The Committee was instrumental in securing an Injunction and Abatement Law and amendments to the Tenement House Law making its provisions more effective against the owner as well as the prostitute and her exploiter. Amendments to the Code of Criminal Procedure were promoted by it, which made the offer to commit prostitution a violation of law regardless of place.

The Committee has also contributed to the successful repression of prostitution by close observation of court proceedings, bringing the results to the attention of the judges, thereby enabling them to do more effective work.

The combined efforts, official and volunteer, against prostitution have produced most noticeable results. New York has less open vice than any other of the world's largest cities.

The Committee, being supported by voluntary contributions, is unaffected by changing administrations, state or municipal. Its membership is representative of those interested in civic betterment.

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THE COMMITTEE

1927-1928

MR. JOHN G. AGAR
MR. GEORGE W. ALGER
DR. ERNEST R. ALEXANDER
HON. CHARLES W. APPLETON
MR. WILLIAM H. BALDWIN
REV. LEE W. BEATTIE, D.D.
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COMMANDER EVANGELINE BOOTH
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MR. EDMOND J. BUTLER
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REV. WILLIAM A. COURTNEY, D.D.
MR. JAMES S. CUSHMAN
MRS. ROBERT L. DICKINSON
MRS. JOHN M. GLENN
RABBI HERBERT S. GOLDSTEIN
MR. WALTER G. HOOKE
MRS. HELEN HARTLEY JENKINS
MR. GUSTAVUS T. KIRBY
MISS CAROLINE LINHERR
MR. EDWARD J. MCGUIRE
MR. ALFRED E. MARLING
MRS. MORTIMER M. MENKEN
DR. HENRY MOSKOWITZ
MRS. HENRY MOSKOWITZ
HON. HOWARD P. NASH
JAMES PEDERSEN, M.D.
MRS. V. G. SIMKHOVITCH
MR. FRANCIS LOUIS SLADE
MR. PERCY S. STRAUS
EUGENE L. SWAN, M.D.
WILBUR WARD, M.D.
MR. GEORGE E. WORTHINGTON

REPORT OF THE CHAIRMAN

The Committee of Fourteen, with the close of 1927, rounded out the twenty-third year of its existence with pride and satisfaction. Recovering in the early part of the year from the momentary depression of the months that followed Mr. Whitin's sudden death, we began to gather momentum again as our investigations proceeded under the systematic guidance of Mr. Whitin's successor, until, as is evident from Mr. Worthington's report as General Secretary and Counsel, and for reasons clearly set forth in it, we finished the year in full strength. We confidently believe that our friends, whether subscribers or not, will be gratified by what the Committee has accomplished, and that they will approve the way in which the work has been done. We have held fast to the traditions of the past; we have carried the work forward quietly yet forcefully, and without notoriety.

Knowledge of the new and serious conditions which have been growing in vice circles may come as a surprise to some who read this Annual Report, notwithstanding the frank indications we published, in some detail, a year ago. The exploiters in and of the underworld have been busy.

To measure up to the seriousness of the conditions and to extend our attack on the exploiters, we have been joined, through a mutual arrangement, by the able forces of the American Social Hygiene Association and those of the Bureau of Social Hygiene. They have supplied us with men and means. The details appear in the following summary of the Committee's program, which

defines the work carried out during past years, and to be carried out:

I. Court Studies:

- (a) Careful analysis of records and practices at Women's Court, with monthly statistical bulletin of findings.
- (b) Study of District Magistrates Courts and of the Courts of Special Sessions to discover possible flaws in the administration of criminal justice and to suggest methods for the general improvement of law enforcement machinery.

II. Vice Investigations:

- (a) General. Continued vice investigation in entire city to assist the police in finding location of exploiters and places where commercialized prostitution is being practiced, and to check up their action thereon.
- (b) Special investigations, in coöperation with Bureau of Social Hygiene.
 - (1) The prostitution problem in Harlem.
 - (2) The part played by night clubs and speakeasies in the making of new prostitutes.

III. Promotion of New Legislation.

Court Studies:

(a) Women's Court:

The thorough study of the records and practices of the Women's Court, which was begun fifteen years ago, has proven of great value to the magistrates and court personnel, as well as to welfare organizations and social workers, interested in the Court.

The busy magistrate or the overworked probation officer, rarely has the time to stop and take stock of what he has been doing, or to evaluate the methods employed. The work of the Committee in studying methods and in compiling statistics has therefore been welcomed. The fact that they are compiled by an unbiased private agency and not by an officer of the court who might be prejudiced, gives this activity of the Committee an added value.

(b) District Magistrates Courts:

The Chairman in his report for 1919-1920 had the

following to say with reference to the District Courts, which is so true to-day that it is repeated:

“The establishment of the Women’s Court in 1910, and the continuous advance since made, have placed New York City in the forefront of cities in the treatment of women charged with sexual offenses. Unfortunately no such advance has been made in the cases of men, charged with solicitation and procuring. They are tried in the District Courts before magistrates who, as a rule, are without special knowledge of the complex problems of commercialized vice.

“When the Women’s Court was established, the cases were almost entirely for soliciting and loitering, acts committed in public places—arrests for prostitution being inconsiderable prior to 1914. Under the then existing law, prostitution in a disorderly house involved only the proprietor or his or her representative. The charge being a misdemeanor, the cases were tried, regardless of the sex of the defendant, in the Court of Special Sessions. Changes of law, of procedure, and in vice conditions have materially affected the character of the cases. Amendments secured in 1913, 1915 and 1919 have made prostitution an ‘offense’, wherever committed. Disorderly house cases which were formerly heard almost daily in the Court of Special Sessions are now an exception on the calendar of that Court, while cases involving acts in private places now constitute 66 per cent of those heard in the Women’s Court. Thus, prostitution cases of men are entirely separated from those of women.

“While the Women’s Court was established primarily for the more effective and sympathetic treatment of the fallen woman, the result has effected a material improvement in vice conditions. There is every reason to believe much the same benefit will result from a similar treatment of the same class of male offender. Logically, all these cases should be tried in the same court and before

the same judges, but some of those interested in the Women's Court believe that to try men in that court would destroy its special value. Others believe the gain resulting would be greater than the possible loss. In any case, legislative amendment would be necessary to effect this change. It seems most desirable that the situation should be carefully studied, so that the change, if made, may accomplish the needed purpose."

Studies in the District Courts during the past year, as yet uncompleted, reveal that the situation found to exist nearly ten years ago not only still continues, but is doubtless growing worse. At the close of the World War, when the foregoing report was made, exploitation of women and girls, because of the various agencies concentrating upon the problem at that time, had virtually ceased to be a serious problem.

This problem is now reasserting itself particularly because of the situation created by the Night Club and Speak-easy. The ease with which male exploiters secure release in the District Courts does not improve the situation. On the contrary, this is probably one of the factors entering into the present increase in exploitation and in prostitution.

The time now seems appropriate, seriously to consider the suggestion of a special court—perhaps a second part of the Women's Court, where a single policy with reference to these cases, and a uniform treatment may be provided.

II. Investigations:

The undercover investigators may be said to be the "eyes" of the Committee. Never before in its history, has the Committee had such good "eyesight". Never has it been so well equipped to know what is going on in the field of its activities.

During the year, the American Social Hygiene Asso-

ciation, which since the war has maintained a local investigation staff, turned over to the Committee its New York investigators, and a fund of eight thousand dollars to be used only for investigation purposes, thus supplementing the Committee's regular budget, which carries an additional item of \$4,500 for investigations. In addition, a pledge of funds was received in November from the Bureau of Social Hygiene to be used for two special investigations:

1. The prostitution problem in Harlem.
2. The part played by night clubs and speak-easies in making new prostitutes.

This special investigation started on December 1, 1927.

The importance of this increased activity in the matter of investigation, is shown in the Secretary's report. The police activity in prostitution cases has increased more than 60 per cent. Because of the trend of prostitution to Night Clubs and Speak-easies, the expense of investigations has been greatly multiplied. Indeed, the extent of the Committee's usefulness in this field is limited only by its income.

III. Promotion of New Legislation:

The Committee has recognized from the first that the efforts of the best law enforcing agencies are largely ineffective if the substantive laws are inadequate, or if loopholes exist in the procedural statutes.

The only new substantive legislation promoted by the Committee in recent years is the Customer Amendment to Subdivision 4, Section 887 of the Code of Criminal Procedure. We believe that support for this measure is growing, and that ultimately the legislature will be convinced of its necessity.

On the procedural side, further legislation is needed to stop the practices in the District Courts, to which reference has already been made. This can be brought

about by court consolidation or by the formation of a special court for vice cases, such as the suggestion for a second part of the Women's Court. Further amendments also are necessary to reduce the number of bail forfeitures among the commercializers of prostitution. Power to permit station-house bail in such cases must either be limited, or the present amount increased. This can be done only by the legislature.

The Committee's Future—Present Needs:

Setting aside, for the moment, any questions that may be raised as to the value of or the necessity for new legislation, there remains the fact that there exists today a situation calling for immediate, direct, practical measures. Beyond any doubt, the people of New York City have a problem on their hands, unknown to most, which this Committee, by this Annual Report, calls to their attention.

What constitutes the problem and how it has arisen, are ably explained in the Secretary's Report on another page. Whether the solution of the problem will require new legislation in one or more of the directions already intimated, the immediate future will determine. Certain it is, however, that the immediate present calls for continued vigilance and ever increasing activity on the part of the Police Department and all law-enforcement agencies that bear upon the control of prostitution, whether commercialized or not.

It is obvious that the Committee of Fourteen having been founded to help combat commercialized prostitution, has never been more needed than now. Out of its long experience with past problems it is helping to solve the present one. The Committee has the equipment and the personnel; its only limitation is a lack of funds. Its capacity for the work is otherwise unlimited and the field of its activities is not diminishing.

In closing his report for 1927 the Chairman, on behalf of the Committee, deems it a privilege to thank, in no perfunctory way, the many who, by their vigorous coöperation, have helped to do the work. We wish to thank the members of our staff for their energy and interest; our subscribers for their loyal and generous support; the American Social Hygiene Association and the Bureau of Social Hygiene, through our personal contacts, already know how fully we value their aid and the hearty coöperation existing between them and us. In particular we wish to thank Police Commissioner Warren for the fine spirit in which he has received the coöperation which our Committee was organized to supply for the furtherance of civic welfare, and we take great pleasure in commending him, if we may, for the courageous manner in which he is dealing with the many difficult problems that come to his Department for solution, in this complex city.

ANNUAL MEETING

Due to the change in our fiscal year from October to December, the Annual Meeting was not held until January 26, 1928.

The report of the Treasurer for the year 1927, showing receipts of \$16,633.72 and disbursements of \$19,058.99, was received, accepted and ordered published. The budget for the year was \$20,000 as contrasted with \$15,000 for the previous year. The deficit of \$2,425.27 was carried forward and added to the budget of \$20,000 for 1928, so that the budget adopted for 1928 is \$22,425.27.

The Secretary reported orally on the activities of the Committee during the year as detailed in another part of this Report. The Secretary also reported on a coöperative project with the American Social Hygiene Association, whereby the Committee received an appropriation of \$8,000—supplemental to and in addition to its budget—for the purpose of investigation. He also reported a pledge of \$10,000 from the Bureau of Social Hygiene for a special investigation of prostitution in Harlem and of the part played by night clubs and speak-easies in making new prostitutes.

In view of the unprecedented increase in prostitution, and especially in exploitation, which demanded so much of the law enforcement efforts of the Committee, it was decided that the work in legislation be limited to the appearance of the Secretary at Albany to speak in favor of the Customer Amendment in the event of any hearing thereon.

During the year the Directors elected Dr. Ernest R.

Alexander as a member of the Committee to represent Harlem. The following new members were elected at the Annual Meeting:

DR. KATHARINE BEMENT DAVIS
MR. C. MORTON BELLAK
MR. JOHN J. MURPHY

At the request of the Hon. Charles W. Appleton, who has served the Committee many years as a member of the Board of Directors, his name was not again proposed for membership on the Board. Judge Appleton continues, however, to remain a member of the General Committee.

The report of the Special Committee on Nominations was received and adopted. In accordance therewith the following were unanimously elected for 1928:

As Directors:

DR. JAMES PEDERSEN, *Chairman*

MR. JOHN G. AGAR	MRS. JOHN M. GLENN
MR. GEORGE W. ALGER	MRS. HELEN HARTLEY JENKINS
MR. WILLIAM H. BALDWIN	MR. EDWARD J. MCGUIRE
DR. LEE W. BEATTIE	MRS. MORTIMER M. MENKEN
DR. WILLIAM ADAMS BROWN	MRS. V. G. SIMKHOVITCH
MR. JAMES S. CUSHMAN	MR. FRANCIS LOUIS SLADE
MR. PERCY S. STRAUS	

As Officers:

<i>Chairman</i>	DR. JAMES PEDERSEN
<i>Vice-Chairmen</i>	{ MR. EDWARD J. MCGUIRE
	{ MR. PERCY S. STRAUS
<i>Treasurer</i>	MR. WILLIAM H. BALDWIN
<i>General Secretary and Counsel</i> . . .	MR. GEORGE E. WORTHINGTON

Finance Committee:

MR. PERCY S. STRAUS, *Chairman*

MR. JOHN G. AGAR	MR. JAMES S. CUSHMAN
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SECRETARY'S REPORT

Coöperation with Police:

Throughout the twenty-three years of its existence the Committee has had hearty coöperation with every police commissioner except Mr. Enright. The list of those thus coöperating comprises Commissioners McAdoo, Bingham, Cropsey, Waldo, McKay and Woods. The failure of ex-Commissioner Enright to coöperate was due to the unwillingness of ex-Mayor Hylan to permit his commissioners to accept coöperation with any volunteer civic organizations.

The first two years of Mr. Enright's administration were war years, whereby he and his staff received the stimulus of the Federal Government's Activities against prostitution which were centered in the Commission on Training Camp Activities of the War and Navy Departments under the able and distinguished leadership of Mr. Raymond B. Fosdick. Furthermore, Mr. Enright inherited from Commissioner Woods a remarkably efficient police organization, specially equipped to combat commercialized vice. This organization was continued by Commissioner Enright during the first six years of his administration. The gains made during the war and previous years under the stimulus of the Committee were consolidated, and commercialized prostitution reached its lowest ebb in consequence.

In the closing years of Commissioner Enright's administration, the direction of the vice squads was unfortunately materially changed. In the preceding years each of the Inspectors, in charge of the various districts

in the city, had a squad of plainclothesmen, whose duty it was to suppress prostitution, gambling, and liquor violations within their district. In addition, a similar squad was maintained at Headquarters, acting without territorial limitations. Under this method the greatest improvement was secured, for the central squad not only handled those cases which involved more than one district, but also acted as a continual prod to the district men. The district men had the advantage of a limited district, with which they could become familiar and could quickly act on any complaints or information received.

For reasons which he did not make public, Commissioner Enright abolished the district vice squads in January, 1924, transferring their men to patrol duty in uniform. In their place, he established a large central vice squad called the Special Service Division. This division was filled with green, inexperienced men who not only were unfamiliar with their work, but who were required to cover such large areas that they were also unfamiliar with the territory in which they worked. The result was an 8 per cent decrease in the number of arrests for prostitution in 1924 and a decrease of 27 per cent in 1925. When this is considered in connection with the clubs and speak-easies which rapidly multiplied after the repeal of the Mullan-Gage law, it will be seen that Mr. Enright's experiment was far from successful as a law enforcement measure.

Under Mayor Walker's administration, Commissioner McLaughlin very promptly abolished the Special Service Division and returned to the Woods system of a combination of centralized-decentralized control.

The sudden death of Mr. Whitin, the Committee's Secretary, prevented the completion of his plan for coöperating with Commissioner McLaughlin, and no steps, involving the establishment of a policy, were taken in the uncertain months immediately following.

Soon after the reins were taken over by Commissioner Warren, a plan of coöperation with the police department was prepared, which was accepted by Commissioner Warren in May, 1927. Commissioner Warren assured Vice-chairman McGuire and the Committee's Secretary and Counsel, that he would leave no stone unturned in the suppression of commercialized vice in New York City, and that he welcomed the coöperation and support of the Committee of Fourteen.

The plan for coöperation went into effect on June 1, 1927. Under this plan the reports of the Committee's investigators are submitted to police headquarters, where Inspector Valentine is directed by the Commissioner to receive them and assign them for action, either by division inspectors or the headquarters detachment or his own squad. In any case the assignments have almost the effect of an order from the Commissioner for police action. The result is that the officers are stimulated to special activity in the Committee's cases, and further, division commanders are stimulated to greater activity in locating additional places and in suppressing prostitution therein, so that there will not be unfavorable conditions in their districts. The continued existence of bad conditions in a district is regarded as a reflection upon the commander; knowledge that the Commissioner is constantly informed by the Committee of conditions in all sections of the city has had the effect, no doubt, of spurring any half hearted division commanders to greater activity in cleaning up their districts.

This plan is in line with the policy of the Committee in the past. In his Report of 1925, Mr. Whitin said: "The Committee has always maintained that it could most effectively accomplish its purpose by coöperating with the Police Department. It believed that this could best be done not by cases being made by its agents, but by bringing to the attention of the Police Commissioner

information as to violators of the law and ways in which such offenders could most easily be apprehended. It has recognized that the police were handicapped in their endeavors in many ways and these handicaps it has sought to remove.”

As an indication that this coöperation is effective, the number of prostitution cases in the Women’s Court for the month of June, when coöperation began, jumped 28 per cent over the previous month and 66 per cent over the monthly average for the five preceding months of the year. This increase did not stop with June, but continued every month for the rest of the year * as shown by the following table:

June, 1927, increased 60% over 1926 and 142% over 1925
July, 1927, increased 64% over 1926 and 78% over 1925
Aug., 1927, increased 57% over 1926 and 171% over 1925
Sept., 1927, increased 22% over 1926 and 66% over 1925
Oct., 1927, increased 16% over 1926 and 120% over 1925
Nov., 1927, increased 55% over 1926 and 167% over 1925
Dec., 1927, increased 38.5% over 1926 and 273% over 1925

The police have made arrests in more than 90 per cent of the cases reported by the Committee; furthermore, of such cases as were tried in the Women’s Court, 91 per cent were convicted.

Vice Investigations:

The Committee now maintains a well organized investigation department, with a system of record-keeping which makes it possible for it to give definite information or statistical data with reference to conditions. This has been made possible through a coöperative project with the American Social Hygiene Association, whereby the local investigation work carried on by the Association

* This remarkable increase in the number of police cases has continued during the first three and a half months of 1928, the number of cases for that period being almost twice the number of any similar period during the last eight years.

in New York since the war, was turned over to the Committee of Fourteen early in 1927. The contribution from the Bureau of Social Hygiene, already referred to in the Chairman's Report, made possible a very great extension of the investigation facilities of the Committee in December, 1927. This special investigation is for the purpose of securing the facts, first, about the colored prostitution problem in Harlem, and second, about the part played by night clubs and speak-easies in making new prostitutes. The findings in this special investigation will probably be published in a special report.

The investigations of the Committee cover the commercialized aspects of prostitution in the whole of Greater New York. During the year more than 7,500 of such investigations were made. These disclosed 420 prostitution violations. All investigators report daily to the office and dictate to a male typist and record clerk reports of investigations made the previous day. Information of violations is never given by an investigator to a police officer, but is reported to the Committee's office. Reports of violations are sent only to police headquarters and under direction of the General Secretary and Counsel. This system prevents the possibility of any use of the Committee's investigators as *agents provocateurs* by the police. Furthermore, investigators never meet with the police excepting on rare occasions and in special cases where their introduction is necessary to secure the arrest of an exploiter or an entrée by the police into a house of prostitution either of the speak-easy or call flat type.

Night Clubs and Speak-easies:

While prohibitive expense made it impossible for the Committee's investigators to make a systematic investigation of night clubs and speak-easies prior to the beginning of the special investigation of these places above

referred to, nevertheless they early found that the general trend of prostitution now is largely toward places of this kind, and during 11 months of the year 157 night clubs and speak-easies were investigated. These investigations developed that there are three general types of prostitution resorts to be found in speak-easies and night clubs. The most flagrant type has been designated, for convenience, the Speak-easy House of Prostitution. This corresponds in some particulars to the old-time parlor house. There is a main room where customers gather and where they are introduced to prostitutes who are either residents, or sitters, and where drinks are served. In other parts of the building are bedrooms or other rooms for the consummation of the act of prostitution. A second type are places where prostitutes are employed under the guise of hostesses and where drinks are served, where the customers are invited away from the premises to consummate the act. The third type is where there are no prostitutes employed by the management but girls from the outside are permitted to come in and to solicit, their customer being taken elsewhere for the consummation of the act.

The following case will illustrate the speak-easy house of prostitution:

Two of the Committee's investigators were taken to an address on West 72d Street by a taxi driver whom they had engaged in the Times Square district. They were introduced by the taxi driver to the proprietor of the place, who was told by the taxi driver that the men were looking for a sporting house. The proprietor, a middle-aged man, invited them in and introduced them to two girls who apparently were residing in the place, and a third girl was observed lying on a couch in a drunken stupor. The investigators stated that they did not like the looks of the girls and the proprietor replied that he had plenty more on call. He thereupon left and returned

with two more girls; when these were rejected he brought in two more and continued in this manner until six girls from outside had been thus introduced. The investigators excused themselves under a pretext, promising to return later. This place was a combination of a speak-easy house of prostitution and a call house. There were tables for drinking, and evidently a large supply of liquor on hand. It was possible for our men to return for a second visit to secure further evidence without arousing suspicion by posing as potential customers for liquor. The police raided the place and the proprietor and six inmates were arrested, the proprietor receiving a sentence of five months in the workhouse and the inmates being convicted in the Women's Court. The place did not re-open after the arrests.

Girls from the outside, not employed by the management, are generally permitted to remain and solicit in all three types of places. Two speak-easy houses of prostitution were discovered on West 71st Street. These were very similar, being in four-story brownstone houses. In the basement was a kitchen and bar; on the second floor were drinking rooms where male customers were introduced to prostitutes who were in the employ of the proprietor of the place, and on the two upper floors were bedrooms. Fifteen houses of this kind were located by the Committee during the last six months of the year and every one of them has been closed; seventeen proprietors and other exploiters were arrested. Eight have already been convicted, receiving substantial sentences; two forfeited bail, and seven cases are still pending.¹ Seventy-seven places of the second type were found and 65 of the third type. Of the 157 night clubs and speak-easies investigated, 132 were found to be definitely iden-

¹ One of these is in Federal Court on the charge of violating the Mann Act.

tified with prostitution and only 6 were found definitely respectable. Various ways of exploiting women and girls were disclosed during the year in speak-easies and night clubs.

The following case is an illustration :

An investigator, while walking on 48th Street, east of Sixth Avenue, was accosted by a man who asked him if he did not wish to go to "a nice little place" where there were some attractive girls. He assented and was taken to a nearby street entrance, where, after the password had been given, the door was opened and they were admitted by a man who later acted in the capacity of bartender. The first room entered was large and contained tables. He was taken to the rear, through a small door, into a smaller room furnished with overstuffed furniture, consisting of davenport and two chairs. Behind this room was a small bar and small high chairs on which patrons were sitting. A young couple were seated at the bar drinking. The investigator then found that this place was operated by a madame who had two prostitutes. Both girls offered to commit prostitution in the small room. As the investigator did not appear to be interested, the madame stated that she had an apartment on 53d Street, which was used by the more intimate habitués of her club. The investigator later went to this apartment, which embraced the whole second floor of a brownstone house with a private entrance, and found it most elaborately furnished, very much resembling the old type high class house of prostitution. The madame had a large stock of liquor and two prostitutes (price \$20) who were on duty all the time. The madame also stated that she could call in as many girls as were needed to complete any party which might be arranged. Her charges were \$10 for the use of her apartment, in addition to the girls' charges. The madame told the investigator that she owned both the speak-easy club, to which he had

first been taken, and this exclusive house of prostitution. She added, confidentially, that she had formerly had a large night club on 74th Street (showing pictures of the same), but she had decided that she could make more money running a small speak-easy club and using it as a feeder for her house.

Police officers were introduced to the madame and the bartender by one of the Committee's investigators after the place had been reported. The madame, the bartender and three hostess-prostitutes were arrested. The madame and all of the hostesses were convicted of prostitution. The madame and two of the girls were sentenced to the workhouse for 100 days and the third received a ten-day sentence. The bartender was charged in the Federal court with violations of the Volstead Act; but up to the present time his case has not been tried. Both places were closed and the furniture removed. This speak-easy club had been incorporated as a membership corporation. It therefore considered itself exempt from the provisions of the Curfew Law and remained open all night.

One method of gaining new customers, many of whom were apparently respectable, was to distribute cards which contained the following:

<i>Bryant</i> ———	
SCHOOL OF ELOCUTION	
<i>Courses in</i>	
Literature	Vocal Training
Dramatic Arts	Dancing
<i>Rehearsal Hall</i>	
Under the auspices of the	—— West 48th St.
—— Society, Inc.	New York

The following table gives a summary of investigations of night clubs and speak-easies 1927:

Number of Night Clubs and Speak-easies Investigated.....	157
Number of Night Clubs and Speak-easies found to be respectable...	6
Number of Night Clubs and Speak-easies suspicious, but no evidence obtained.....	6
Number of Night Clubs and Speak-easies where girls are not ad- mitted.....	13
Number of Night Clubs and Speak-easies identified with prostitution	132

Those identified with prostitution are classified as follows:

1. Speakeasy Houses of Prostitution (Speak-easies with bedrooms)	15
Number of prostitutes connected with these houses.....	57
Number of exploiters and go-betweens.....	20
Number of outside prostitutes permitted to operate.....	6
2. Night Clubs and Speak-easies employing "hostesses" (No bed- rooms in connection).....	77
Number of employed prostitutes ("hostesses") questioned by investigators.....	106
Number of other girls employed as hostesses, not questioned	150
Number of prostitutes soliciting here, not employed, but permitted by management.....	44
Number of exploiters and go-betweens questioned by investigators.	58
3. Night Clubs and Speak-easies not employing prostitutes or hostesses, but permitting prostitutes to solicit.....	65
Number of prostitutes questioned by investigators in these places.....	78
Number of exploiters and go-betweens questioned by in- vestigators.....	14

Resumé

Total number of prostitutes questioned in Speak-easies and Night Clubs*	291
Other hostesses seen, but not questioned.....	150
	441
Exploiters and go-betweens connected with these places.....	92

The Hostess:

The hostess of the night club and speak-easy is the modern American counterpart of the Geisha girl. She is employed by the club or speak-easy proprietor for the

* Of the 420 Prostitution violations reported during the year, 291 were in Night Clubs and Speak-easies.

main purpose of increasing the sales of liquor, food and other drinks; incidentally she is to provide esthetic, social and sexual entertainment for the men customers. Her sex appeal largely accounts for her success. She is the successor of the old-time drink rustler who worked in bars on a commission basis many years ago. She was divorced from the saloon business together with her sister, the *professional* prostitute, long before the Volstead Act went into effect. That was one of the chief accomplishments of the Committee in its early days.

The speak-easies and night clubs are now too numerous to succeed from the sale of liquor without the added attraction of "hostesses". Their use in these places did not become general until the last two or three years. The greatest demand appeared in the fall of 1927 when agencies and clubs became bold enough to advertise for recruits. So far as is known, the only paper to accept these advertisements is one daily tabloid.

The following are samples:

Wanted—25 hostesses immediately; good entertainers; percentage only. Call between 2-4. Mr. _____
_____ Club, _____ Street. Phone _____.

* * * * *

Girls! Girls! Girls! Entertainers, hostesses, cabaret work; experience unnecessary. Harry _____, _____ Broadway. Phone _____.

* * * * *

Entertainers, young hostesses, for night club. Call after 6 P.M. Phone _____.

* * * * *

Attention! Entertainers, Hostesses wanted for Night Clubs, Apply _____ Bldg., _____ Broadway. Suite _____.

* * * * *

Wanted—Chorus girls, hostesses. Room _____, _____ Bldg., _____ Broadway.

These advertisements have had the result of drawing not only local girls into this occupation, but also girls from outside places in various parts of the United States.

Other hostesses are recruited from closed dance halls which in turn advertise extensively for "young attractive girls over eighteen, experience unnecessary". Still others are known to have been inmates of houses of prostitution in Albany, Troy, Detroit and other cities still tolerating such resorts. The various stages through which hostesses become "Call girls" to "Call flats" of prostitution, brothel inmates, hotel prostitutes and street soliciting prostitutes, will be described in the special study of night clubs and speak-easies made possible by the liberal coöperation of the Bureau of Social Hygiene. This study is nearing completion and will be published separately.

It has been seen in the table on page 21 that of 157 night clubs and speak-easies investigated by the Committee in 1927, 132 or nearly 85 per cent were identified with prostitution, and that of the 441 women observed in these places, 291 or 66 per cent were known to be prostitutes. The remaining 150 were all hostesses who had not been questioned by investigators. The expense of repeated visits made it impossible to interview more than two or three hostesses at each place. We believe we secured a true cross-section picture of those visited, however.

Increase in Prostitution:

It is believed that the Night Club and Speak-easy have been directly responsible for a marked increase in the volume of prostitution. This is especially true, because they provide a place for the operations of the exploiter and the prostitute and a meeting place with the customer. No similar places have existed since the days of the Raines-Law hotel and the saloon with back rooms. The Committee of Fourteen with the assistance of the Brewers' Board of Trade, the bonding companies, and the police department completely suppressed the Raines-Law hotels, and made prostitution in connection with the

saloon practically non-existent, long before the Federal Prohibition Act was passed. The coöperation which previously existed with the Brewers and bonding companies is of course now impossible. The police and the Committee must face the problem without these important auxiliaries.

The Committee feels that the speak-easy club situation is in some respects as serious, if not more so, than the Raines-Law hotel which called the Committee into existence nearly a quarter of a century ago. For one thing, they are attracting young men and young women of a class who never would have visited the old-time Raines-Law hotel. Some of these "clubs" are cloaked with an apparent respectability which is likely to throw the unsophisticated off their guard. Outside of the prostitution problem, they provide for the young man and the young woman, the lure of music, entertainment and dancing, coupled with alcohol and a free and easy atmosphere—and they are open all night. Moreover, they have or can furnish the facilities for carrying out prostitution. The saloons or the Raines-Law hotels never catered to young persons of that class, and yet in later years were not permitted to go to such lengths. This is a matter for the people of New York to consider most seriously.

Call Flats:

The Committee's investigators secured complete evidence against 12 call flats during the year. As a result of very close coöperation with the police, arrests took place in all but one of these places; all have been closed. In the exception mentioned the madame and one of her girls moved to Florida before the police succeeded in making an arrest. In three instances the madames forfeited bail and are reported to have left the city, at least they have not yet been located. Of the remainder, four were convicted and given substantial sentences, two were

discharged, and two are still pending. These call flats were situated in the better residence sections; several in the vicinity of the Plaza Hotel, several in the West Seventies and one on Riverside Drive. In one of the larger call flats the madame and six inmates were arrested. The inmates, at the time of the raid, were engaged in performing what is known in the under-world as a "circus". The madame forfeited \$1,000 cash bail, two of the inmates pleaded guilty and the other four forfeited bail. The madame is reported to have gone to Chicago. Most of these call flat madames had long lists of girls on call. In one instance the call book contained the names and telephone numbers of 180 girls. Two of the madames are known to have enlarged their call lists by making the acquaintance of hostesses and other girls who frequented night clubs and speak-easies.

The police made arrests of three old-time notorious call flat madames on information not furnished by the Committee; in each one of these cases the madame was discharged. Two of these were arrested twice during the year.

Dance Halls:

While a systematic investigation of all of the public dance halls in 1927 was not possible, a very thorough investigation has been made in the early months of 1928. However, enough information was secured in 1927 to indicate that the closed dance hall is a growing and serious menace. It is here that the largest number of girls get their first start in prostitution. In closed dance halls the men customers must purchase tickets for each dance, varying in price from ten to thirty-five cents per dance. Stubs from these tickets are collected by the girls and are their main source of income as they receive a percentage of the amount paid for each dance. The girls are known as hostesses or instructresses. The number employed in

these dance halls range from 25 to 150, depending on the size of the hall. To secure this large number of girls, advertisements are inserted in the papers, especially in the daily tabloid which advertises also for night club hostesses.

The following advertisements are samples:

"GIRLS EARN MORE.

Increase your income. Dance a few hours each evening and earn up to \$40.00 weekly. Apply at once. Evenings after 7 P.M. ——— Ball-room."

* * * * *

"YOUNG LADIES.

Over 18 to act as dance partners at New York's most beautiful ball-room. Apply all week after 2 P.M. ——— Danceland."

This type of employment seems to have a hardening and commercializing effect on the girl. It involves a certain amount of promiscuity inasmuch as the girl must dance with anyone who chooses her. There is a great incentive, as this is her only source of income and the competition is great, for the girl to offer special inducements to the partner who will give her the most tickets. In several of the places girls were seen to mingle among the male audience, soliciting dances and asking for tickets. In some instances the girls described in very seductive terms the type of dancing in which they were willing to indulge. In several instances these instructresses and hostesses were found by investigators to be occasional prostitutes. From our observation it appears to be the almost universal practice for the young women to accompany their male dancing partners to speak-easies and night clubs after the dance hall closes. The night club studies show that the dance halls are used very largely as feeders for supplying hostesses to the various clubs. Several raids were made by the police on some of the worst dance halls, but in each case the defendants

were discharged by the magistrate on the ground of insufficient evidence. It seems almost impossible to handle the problem through court action. Suggestions for dealing with the problem, as a result of the study now being compiled, will be made and the results of the action taken will appear in our Report for 1928.

Private Dance Studios:

A new cloak for prostitution has been found in the private dance studio, where the so-called "instructress" takes the seeker for instruction into a private room and locks the door. It is difficult to find a legitimate reason for instruction so strictly private as this; on the other hand, in six of these places which were investigated by our men they were invariably solicited for prostitution by the so-called "instructress." The success of these "dance studios" apparently is almost immediate, as the number of their advertisements in the same afternoon tabloid which advertises for hostesses for night clubs, jumped from 8 to 23 in a comparatively short time.

Besides advertising in this paper for customers, other publicity methods are used. One "studio" sent out a form letter, of which the following is a copy with the names omitted:

My Dear Sirs:

An Attractive Instructress, snappy Music, the allure of the Dance—these three things form a combination for enjoyment which is unexcelled. And all this in absolute privacy. After the office work is done, drop dull care and spend an hour at my private Dance Studio.

Too Tired? COME AND BE ENTERTAINED!

Our Instructresses are young and talented, they have the knack of making you feel perfectly at home. You may arrange for an appointment by phone or call at the above address. I can assure you that you will have a most interesting time. All lessons are given in my *private studio rooms*.

Anticipating the pleasure of your company in the near future,

I am,

Very truly yours,

Mlle. _____

(A special drive is now being made against places of this kind.)

Special Cases:

During the year our investigators discovered a house of prostitution in an office building on lower Broadway, where there was a madame and one inmate, both of whom practiced prostitution. Intoxicating liquors were also dispensed in the same place. A report giving particulars was sent to police headquarters and both madame and inmate were arrested and convicted.

On another occasion, an investigator was sent with a note of introduction by a bellboy in an expensive apartment hotel near the Plaza to a prostitute occupying a \$4,000 three-room apartment in the West Seventies. This girl demanded \$200 for each act of prostitution. She evidently was doing an extensive business with wealthy "customers." A report containing this information was sent to police headquarters and two police officers made an arrest upon securing admission by simply stating that they had been sent by the above mentioned bellboy, giving his name. One of the officers was solicited for prostitution. The woman was convicted and found to be suffering from a venereal disease and was sent to the hospital, later being placed on probation to return to her home in another country.

Legislative Work:

The Committee's program for legislation will be found in the Report of the Chairman. The General Secretary and Counsel attended a hearing on the Customer Amendment in February, 1927, before the Codes Committee of the Assembly. Representatives of the League of Women Voters and the National Woman's Party also were present and spoke in favor of the bill. The arguments in

favor of the amendment were presented at length by the General Secretary and Counsel, but the Codes Committee proved to be very hostile to it and the bill was not reported out. A hearing was not had by the Senate Committee. The Chairman of the Codes Committee insists that the bill will not be reported on favorably until a request for it comes from the magistrates of New York City.

The enactment of the New York Red Light Injunction and Abatement Law by the 1927 Legislature was described in last year's Report. It is hoped that this will prove a useful weapon in dealing with some of the most flagrant violations of the prostitution laws.

The Law Committee of the Committee of Fourteen met in the fall with the Counsel of the Commission to Amend the Tenement House Law, and succeeded in preventing the removal from the Tenement House Law of the present prostitution provisions, which have proven so valuable throughout the years of the Committee's existence.

Thesis on the Committee's Work:

A graduate student of the Department of Sociology of Columbia University has chosen as the subject matter of his thesis, the work of the Committee of Fourteen during the past 23 years. The Committee has prided itself on the scientific way it has approached the subject of commercialized vice and it welcomes this disinterested and analytical study of its work.

Court Studies:

Studies in the Women's and District Courts, which have already been referred to in the Chairman's Report, are going forward and it is hoped will be sufficiently advanced for the preparation of suggestions before the close of the year.

Committee Bulletins:

The monthly bulletins containing the statistical material from the records of the Women's Court were continued throughout the year. Special bulletins also were prepared from time to time, describing special problems and unusual conditions. These bulletins are particularly desired by other welfare agencies who believe that they are of great help to them.

SEPARATE COURT FOR WOMEN

MANHATTAN AND THE BRONX

1927

Very satisfactory work was done by the four Magistrates regularly assigned to the Court: Judges Norris, Marsh, Renaud and Silberman. The Court suffered a serious loss in the failure of Mayor Walker to reappoint Judge Marsh, whose term expired in July. Judge Marsh had sat in this court for more than ten years and had contributed very substantially to its successful record. The following table shows the magistrates and cases determined:

	Macrery	Marsh	Norris	Renaud	Silberman	Others
Jan. ... 0	0	24	20	35	45	
Feb. ... 0	24	38	32	33	0	
March . 0	43	37	58	0	1	
April .. 0	13	34	70	22	0	
May ... 0	16	55	0	94	1	
June ... 0	27	0	0	151	7	
July ... 0	0	173	0	67	6	
August . 0	0	0	120	69	19	
Sept. ..37	0	99	1	58	1	
Oct. ...48	0	59	27	78	1	
Nov. ... 0	0	129	43	91	6	
Dec. ... 0	0	24	87	98	0	
85 (4%) 123 (6%) 672 (30%) 458 (21%) 796 (35%) 87 (4%)						
Total number of cases determined 2,221 ¹						

The court personnel remained the same as in previous years in spite of the tremendous growth in the number

¹ Bail was forfeited in 199 cases, and 39 cases were pending on December 31, 1927.

of prostitution and wayward minor cases. There is a serious need this year for an increase in personnel although Miss Smith and her staff of probation officers, and Mr. Anthes and his staff, by their faithful and efficient work were able to handle well the difficult situation caused by this sudden increase in the work required of them. This occasion is taken to commend also the excellent work of the Assistant District Attorney assigned to the court, Mr. John Weston, who deserves not a little credit for all that has been done. Beginning with December first, Mr. Weston began the system of reporting the details of all cases in which the defendant was discharged. A complete report is received by the Committee each week; and in 1928 the Committee will have in its records this additional and valuable material. The arraignments for 1927 compare with those for the preceding seven years as follows:

TABLE SHOWING ARRAIGNMENTS IN WOMEN'S COURT FOR PAST EIGHT YEARS

Offense	1920	1921	1922	1923	1924	1925	1926	1927
Prostitution	1,312	1,668	1,884	1,900	1,757	1,330	1,742	2,457
Wayward Minor .	312	392	304	328	269	206	312	456
Petit Larceny (shoplifting) .	842	653	685	830	915	1,019	947	1,086
Others	99	40	42	8	9	42	23	13
Total	2,565	2,753	2,915	3,066	2,950	2,597	3,051	4,012

As will be noted from the foregoing table, this court saw many more cases than in any of the preceding seven years. The increase is particularly notable during the past two years. Thus there was an increase of 41.04 per cent in prostitution cases and of 46.15 per cent in wayward minor cases compared with 1926. The increase of all cases in the Women's Court over 1926 is 32 per cent.

Several reasons can be found for the increase in the number of cases during the past two years.

Most important, perhaps, is the increase in police efficiency and activity under Commissioners McLaughlin

and Warren. Also, the figures in 1925 do not give a true picture of conditions. Just prior to that time, Commissioner Enright had abolished the admirable system of Commissioner Woods, which had been followed until then, viz: a combination of the centralized-decentralized system of responsibility. When he abolished this system, Commissioner Enright substituted for it the Special Service Division, operating from headquarters, with all responsibility (in vice cases) removed from the district commanders. Furthermore, he manned the Special Service Division with green men who had had no experience in securing this type of evidence.

The result was two-fold: few arrests were made, and the underworld took advantage of the circumstances to become more strongly entrenched. It was at this time that exploitation and the more commercialized aspects of prostitution adjusted themselves extensively with the night clubs and speak-easies, which had been springing up like mushrooms. This naturally led to an increase in the volume of prostitution throughout the city.

Another reason which doubtless had no small part in contributing to the increase in prostitution, has been the high mortality of cases against male exploiters, such as procurers, keepers, pimps, etc., brought before the District Magistrates' Courts. The proportion of convictions in these cases before these courts was very small. It has been discussed in another part of this Report.

A further element leading to the increase in the number of cases in court during the past year, was the establishment of coöperation by the Committee with Commissioner Warren of a kind that had not existed since the days of Commissioner Arthur Woods. This, coupled with the Committee's greatly increased investigation staff, materially helped the police to secure a much larger number of arrests than during the previous year.

The increase in the number of prostitution cases coming to trial has been so tremendous as seriously to affect the machinery of the Women's Court. It was necessary for the same staff to deal with more than nine hundred additional cases. The result has been, that the magistrates, probation officers and clerks have been greatly overworked.

Inasmuch as the proportionate increase is continuing in 1928,¹ a suggested remedy is to establish a second Part of the court, and to increase the number of probation officers and clerks. One solution would be to transfer the Second District Court to another location, and utilize both floors of the Jefferson Market Building for Women's Courts. Perhaps it would then be possible to include in the proposed Part II the cases of men, arrested in the same transaction, which are now being heard in the District Courts.

1920	739
1921	819
1922	968
1923	843
1924	726
1925	921
1926	724
1927	897
1928	1,500

The following table shows the marked increase per month in the number of cases beginning with June, which was the time when coöperation by the Committee with Police Headquarters was renewed:

¹ Mr. Charles Anthes, Clerk of the Women's Court, has given the following figures for the first three and a half months of each year for the past eight years; they indicate that the increase of the past two years is not only continuing in 1928, but also that it bids fair to be very much larger than in 1927:

Month	Prostitution	Wayward		Petit	Others	Total
		Minor	Larceny			
January	134	25	43	4	206	
February	151	21	88	1	261	
March	166	27	73	2	268	
April	152	26	93	2	273	
May	188	67	73	0	328	
June	251	32	96	0	379	
July	230	40	62	1	333	
August	230	73	52	0	355	
September	211	35	101	0	347	
October	231	54	77	1	363	
November	275	29	144	1	449	
December	238	27	184	1	450	
Total	2,457	456	1,086	13	4,012	

Prostitution Cases, 1927-1926:

The charges in detail by month in the prostitution cases were:

	1927	1926
Vagrancy:		
Code of Criminal Procedure, sec. 887, subd. 4.		
Clause a—Solicitation on the street	4	2
c—Loitering on the street for the purpose of solicitation	101	95
	105	97
Clause a—Offering to commit prostitution	1,846	1,305
b—Offering to secure another for the purpose of prostitution	44	35
e—Renting rooms for immoral purposes	288	209
f—Aiding and abetting	21	9
	2,199	1,558
Vagrancy:		
Tenement House Law, sec. 150:		
Subd. 4—Knowingly residing in a disorderly house	153	87
	153	87
	2,457	1,742

Bail Forfeitures:

A person arrested and charged with prostitution may secure release immediately after arraignment in the sta-

tion house of the district in which the arrest occurred, by giving bail for \$500 for appearance at the next session of the court. This amount is arbitrarily fixed by law. In court the following morning a further release can be secured on bail in an amount determined by the magistrate. This amount is usually \$500, although occasionally it is less; more frequently it is more.

Very frequently the regularly assigned magistrates do not sit in the Women's Court on Sundays and holidays. On such days the magistrate who is substituting in this court and in the Second District Court downstairs, follows the usual practice of many magistrates in minor offenses and fixes bail in small amounts. Whenever these amounts are under \$500 they are almost invariably forfeited. Furthermore, as a rule, bail fixed in a station house is more frequently forfeited than bail fixed in court. The reason for this is the arbitrary amount of \$500 which may not be increased at the discretion of the officer at the station house. More frequently than not, the persons who forfeit station house bail are madames or other exploiters, who thus escape an anticipated severe sentence in the Women's Court. When a madame is arraigned in the Women's Court for renting rooms and secures an adjournment, the bail fixed by the magistrate is frequently \$1,000 or \$1,500, and sometimes more. Bail in these larger amounts is rarely forfeited.

The following table gives the numbers and proportions of bail forfeitures for the past six years:

<i>Year</i>	<i>Total Arrests</i>	<i>Bail Forfeitures</i>	<i>Proportion Forfeited</i>
1922.....	1,884	49	2.60%
1923.....	1,879	81	4.25%
1924.....	1,736	112	6.45%
1925.....	1,330	134	10.07%
1926.....	1,742	149	8.01%
1927.....	2,457	199	8.09%

It will be noted that the proportion of forfeitures for 1927 was almost identical with the proportion for 1926. This percentage (8.09 per cent) would not be serious if it included the general run of cases in the Women's Court. However, as pointed out last year, this number is usually made up to a large extent of madames and other exploiters. Many of these madames are operators of expensive call flats, who can afford to forfeit the \$500 bail which is fixed in the station house. To remedy this, some of the magistrates sitting in the Women's Court suggest that all power to release on bail be taken away from the Police Department. Perhaps this could be done in the case of madames and other exploiters. If this is not done, then the sum fixed for such cases should be raised. Also, the lieutenant at the station house should be required to scrutinize more carefully the character of the bond received; curiously enough, the police have wider discretion than the magistrates in the type of security which may be accepted.

The following are the details of the 199 forfeitures in 1927:

<i>Fixed at</i>		<i>Total Amount</i>
\$ 300 (By "Others")	4	\$ 1,200 .
500	69	34,500
(36 by regularly assigned magistrates)		
(33 given at station house)		
1,000 (Fixed by regularly assigned magistrates) . .	29	29,000
(Amount of bail not stated on paper)	97	
	<hr/>	<hr/>
	199	\$64,700

It will be noted that there were 29 forfeitures in cases where the amount of the bail was fixed by the magistrate at \$1,000. The regularly assigned magistrates to the Women's Court have now adopted the practice of fixing the amount still larger when they have learned that the

defendant is a professional exploiter; this will undoubtedly reduce the number of forfeitures in these court cases. The forfeitures of station-house bail, however, will continue, either until the power is taken away from the Police Department, or the amount is increased in cases of this kind. Indeed, the forfeitures of station-house bail may become still more numerous in view of the larger bail which may be fixed by the magistrate in court, and in view of the possibly severe sentence impending.

Determinations of Prostitution Cases:

The determinations of the cases of those charged with prostitution were as follows:

Discharged	(19.45%)	432
Convicted	(80.55%)	1,789
		<hr/>
Total cases determined.....		2,221
Bail forfeitures, net.....		199
Pending, December 31st.....		37
		<hr/>
		2,457

Dispositions:

When a defendant, convicted of prostitution in the Women's Court, is arraigned for sentence, the judge has before him the report of the Finger Print Bureau, showing the defendant's record of previous convictions, if any, and the report of the Health Department as to whether the defendant has a venereal disease. If she be without previous conviction, a report on her social history is made by the probation officers attached to the court, based on an investigation made by the officers. If the defendant has no record of previous conviction, but is suffering from a venereal disease in a communicable form, and if her social history indicates that she may properly be put on probation, she is, with her consent, released in the custody of the Health Department for an indeterminate

period, to be returned to the court when her freedom will no longer constitute a menace to the public health. Such defendants are kept by the Health Department in the Kingston Avenue Hospital in Brooklyn. When the defendant is diseased and it develops from the social case history that probation is undesirable, either a sentence of 100 days is imposed or the defendant receives an indeterminate commitment to a reformatory institution. A longer sentence is imposed upon recidivists, whether or not they are diseased; such sentences may be considered punitive in their nature. The sentences imposed on 1,789 who were convicted were as follows:

Workhouse:

Indeterminate sentence	58	
180 days	195	
150-90 days	60	
100 days	406	
60-30 days	90	
29- 1 day	129	
		938

Institutions:

Bedford Reformatory	106	
House of Good Shepherd	87	
Other institutions (House of Mercy, Inwood House)	1	
		194

Probation	432	
Probation after hospital detention	213	
		645

Other dispositions	11	
Hospital (sentence pending)	1	
		12
		1,789

Defendants with Venereal Disease:

The proportion of those convicted in 1927, reported by the Health Department to be suffering from venereal

disease in a communicable stage, was the same as the proportion in 1926, viz: 53 per cent. The proportion of the venereally diseased among recidivists was 47 per cent, and among those without previous record 56 per cent as compared with 48 per cent and 71 per cent respectively in 1926.

Diseased defendants, released in the custody of the Health Department, are detained and treated in a special communicable disease hospital. At present this is the Kingston Avenue Hospital in Brooklyn. The average period of detention for 1927 was 61 days as compared with 69 days in 1926. Those who do not conform to the regulations of the hospital are returned to court for sentence, and the sentencing magistrate is informed that their disease has not yet been cured. These are sentenced either to a reformatory or to the workhouse and are treated in a hospital there for that special purpose.

The practice is to send to Kingston Avenue Hospital only those for whom probation will be advised when they are released from the hospital as non-infectious. Other diseased defendants, as explained in the foregoing section, are sent either to a reformatory institution with hospital facilities under an indeterminate sentence, or to the workhouse under a minimum determinate sentence of 100 days. Hardened offenders are usually sentenced to six months in the workhouse, whether they are diseased or not and those who are diseased receive treatment at the workhouse hospital.

Conviction Records:

The 1,789 convictions in 1927 covered 1,662 individuals, there being 27 who were convicted twice in 1927, and 2 who were convicted more than twice within the calendar year. There were also 29 individuals convicted whose last previous conviction was within 12 months. Of the

69 convicted twice in 1927, 42 were without previous record.

First Offenders:

The proportion of those convicted during the year who were without previous record of convictions for prostitution was 87 per cent, as compared with 71 per cent in 1926.

Vice Locations:

During the year, defendants in the court came from 28 different hotels, 218 furnished room houses and 1,070 tenements. There were 30 tenements from which there were convictions for prostitution on two different dates within a period of six months, thereby subjecting the property to the liability of a lien for \$1,000 in an action brought by the city under the Tenement House Law. In 128 cases there were three or more defendants involved in the same series of acts who were tried together. These are the cases which correspond to-day to the old time disorderly house case, especially when one of the defendants is charged with permitting the premises to be used for immoral purposes.

The arrests occurred in the following proportions in the different parts of the city:

Lower East Side.....	9%	Middle West Side.....	6%
Middle East Side.....	9%	Times Square District.....	11%
Upper East Side.....	6%	Upper West Side.....	15%
Lower Harlem	10%	Washington Heights	16%
Upper Harlem	10%	Bronx	2%
Lower West Side.....	6%		

The proportions do not differ materially from those of 1926, except in the following locations: There was a decided decrease in the number of cases from the Lower East Side, a slight decrease in the number of cases from

the Times Square section, a slight increase in the Upper West Side and a very marked increase in the Washington Heights section.

Wayward Minors:

Arraignments under the Wayward Minor Act (Section 913a, Penal Law) were 456 as compared with 312 in 1926. This is an increase of 46.2 per cent. Of those arraigned under the law in the Women's Court in 1927, 44 per cent were charged with immoral relations, as compared with 45 per cent in 1926.

The determination of these cases was:

Discharged	101
Found guilty as charged.....	342
Cases pending	13

The dispositions were:

Committed to reformatory institutions.....	125
Placed on probation.....	154
Disposition postponed, pending discharge from hospital	47
Other dispositions	16

BROOKLYN WOMEN'S COURT

1927

A separate day court for women was established in Brooklyn in June, 1927. The number of arraignments in this court in 1927 was 865 as compared with the totals for Brooklyn of 709 in 1926, 576 in 1925 and 711 in 1924.*

The offenses charged were:

Wayward Minors	93
Petty larceny (shoplifting)	74
Vagrancy, section 887, Code of Criminal Procedure..	497
Section 150, Tenement House Law	82
All others	119
	865
Total cases	865

The monthly totals were as follows:

January	58
February	65
March	58
April	62
May	76
June	79
July	75
August	108
September	71
October	80
November	62
December	71
	865

It will be noted that there is also an increase over 1926 in the number of prostitution cases in Brooklyn as well as in Manhattan and the Bronx, but the proportion is lower.

* Previous to June, 1927, all women's cases were tried in the Brooklyn Night Court, so the total figures are comparable.

TREASURER'S REPORT

EXHIBIT "A"

THE COMMITTEE OF FOURTEEN

GENERAL ACCOUNT

Receipts and Disbursements for Year Ended
December 31, 1927

Receipts:

Contributions:

New York, N. Y..... \$ 16,106.25

Brooklyn, N. Y. 525.00

\$ 16,631.25

Interest on Bank Deposits.....

2.47

* Total Receipts 16,633.72

Disbursements:

General:

Salary—Executive \$ 7,300.00

Salaries—Office 3,725.00

Office Rent 1,547.26

Office Space and Service..... 111.59

Office Stationery and Supplies..... 422.61

Postage 136.30

Telephone and Telegraph..... 195.17

Subscriptions to Magazines..... 28.00

Entertainment 52.50

Carfares 60.95

Miscellaneous 166.29

Annual Report—Printing and Postage.... 263.59

Auditing 125.00

Moving Expenses 88.00

Interest on Borrowed Money..... 21.50

\$ 14,243.76

Investigation—Vice Conditions:

General:

Salaries—Investigators	\$ 3,276.90	
Expenses—Investigators	1,001.88	
		\$ 4,278.78

Brooklyn:

Salary—Executive	200.00	
Salaries—Office	125.00	
Salaries—Investigators	125.00	
Expenses—Investigators	86.45	
		536.45

* Total Disbursements \$ 19,058.99

* Excess of Disbursements over Receipts \$ 2,425.27

Cash in Banks and on Hand at beginning of year 289.41

Balance—over expended \$ 2,135.86

Represented at close of year by:

Loans Payable:

Bank	\$ 2,000.00
“Bureau of Social Hygiene, Inc.” Account	400.00

2,400.00

Less: Cash in Banks and on Hand 264.14

\$ 2,135.86

* Exclusive of borrowed money, which amounted to \$5,400.00 for the year of which \$3,000.00 was repaid and \$2,400.00 remained outstanding at close of year.

THE COMMITTEE OF FOURTEEN

EXHIBIT "B"

"AMERICAN SOCIAL HYGIENE ASSOCIATION" ACCOUNT

Receipts and Disbursements for Year Ended
December 31, 1927*Receipts:*

Contributions—The American Social Hygiene Association..	\$	8,000.00
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Disbursements:

Salaries—Investigators	\$	5,039.52
Expenses—Investigators		2,784.69
		<u>7,824.21</u>

Balance	\$	175.79
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Represented by:

Cash in Bank and on Hand.....	115.79
Revolving Fund in Hands of Investigators...	60.00
	<u>\$ 175.79</u>

THE COMMITTEE OF FOURTEEN

EXHIBIT "C"

"BUREAU OF SOCIAL HYGIENE, INC." ACCOUNT

Receipts and Disbursements for Year Ended
December 31, 1927

Receipts:

Contribution—Bureau of Social Hygiene, Inc. (Received December 6, 1927).....	\$ 6,750.00
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Disbursements:

Salaries—Investigators.....	\$ 303.00	
Expenses—Investigators.....	1,081.05	
	<hr/>	1,384.05
Balance.....	\$ 5,365.95	

Represented by:

Cash in Bank and on Hand.....	4,865.95	
Revolving Fund in Hands of Investigators....	100.00	
Loan Receivable from General Account.....	400.00	
	<hr/>	\$ 5,365.95
		<hr/> <hr/>

THE COMMITTEE OF FOURTEEN

AUDITOR'S CERTIFICATE

I have examined the accounts of The Committee of Fourteen for the year ended December 31, 1927. I received all the information and explanations I demanded. Any contributor to the General Account not receiving both an official receipt and published acknowledgment for his contribution should communicate with me.

In my opinion Exhibits "A," "B" and "C" are drawn up to present a true and correct view of the financial transactions for the year and of the state of the funds of the Committee as at the close of the year.

(Signed) J. B. COLLINGS WOODS,

Chartered Accountant.

Member, American Institute of Accountants.

299 Madison Avenue,
New York, N. Y.
April 2, 1928.

CONTRIBUTORS, 1927

New York

Agnew, George B.....	\$ 10.00
Aldrich, Mrs. Richard.....	25.00
Alger, George W.....	100.00
Altman Foundation, The.....	3,000.00
Anonymous (Through Mrs. John M. Glenn).....	25.00
Anonymous (Through Dr. Pedersen).....	50.00
Anonymous (Through Mr. Worthington).....	50.00
Anonymous (Through Mr. Worthington).....	101.25
Bellak, Charles Morton.....	200.00
Bodman, Herbert L.....	100.00
Borland, Mrs. J. Nelson.....	25.00
Boucher, Charles.....	100.00
Brewster, Robert S.....	100.00
Brown, Donaldson.....	100.00
Brown, Frederick.....	100.00
Brown, Mrs. J. Willeox.....	10.00
Brown, Thatcher M.....	25.00
Brown, Dr. William Adams.....	100.00
Bulkley, Edwin M.....	25.00
Carter, Mrs. Ernest T.....	25.00
Carter, Ernest T.....	75.00
Cash.....	10.00
Cash.....	100.00
Chambers, Frank R.....	10.00
Chapin, S. B.....	25.00
Colgate, William.....	25.00
Cowl, Mrs. Clarkson.....	25.00
Cowl, Clarkson.....	25.00
Cushman, James S.....	100.00
Dana, Paul.....	25.00
Davison, Mrs. H. P.....	25.00
Dickinson, Mrs. Robert L.....	25.00
Dodge, Cleveland E.....	100.00
Dodge, Mrs. Cleveland H.....	250.00
Ely, Alfred.....	100.00
Ely, Mr. and Mrs. Robert Erskine.....	10.00
Fosdick, Dr. Harry Emerson.....	10.00
Fox, Hugh F.....	5.00
Fox, Mrs. William.....	100.00
Frissell, A. S.....	20.00
Glenn, Mrs. John M.....	10.00

Goldstein, Rabbi Herbert S.....	\$ 10.00
Grace Church.....	25.00
Grace, Joseph P.....	500.00
Guggenheim, Simon.....	100.00
Hadden, Mrs. Harold F.....	15.00
Hammond, Mrs. John Henry.....	25.00
Harding, J. Horace.....	100.00
Harkness, Edward S.....	1,000.00
Henderson, A. I.....	50.00
Henderson, Mrs. E. C.....	5.00
Hoe, Mrs. Richard M.....	15.00
Hooke, Walter G.....	25.00
Hooker, Mrs. Elon H.....	25.00
Hoyt, John Sherman.....	25.00
James Arthur Curtiss.....	500.00
Johnson, F. Coit.....	25.00
Kelsey, Clarence H.....	25.00
King, Mrs. Edward.....	20.00
Kunhardt, Wheaton B.....	10.00
Lamont, Thomas W.....	50.00
Lee, Frederic S.....	10.00
Lehman, Herbert H.....	100.00
Levy, I. D.....	100.00
Linherr, Miss Caroline C.....	10.00
Lockwood, Mrs. J. S.....	250.00
McAlpin, Charles W.....	25.00
McGuire, Edward J.....	25.00
Macy, V. Everit.....	50.00
Marks, Marcus M.....	10.00
Marling, Alfred E.....	50.00
Marshall, Louis.....	25.00
Merrill, Charles E., Jr.....	50.00
Morgenthau, Henry.....	25.00
Moskowitz, Mrs. Henry.....	10.00
Notman, George.....	50.00
Osborn, William Church.....	50.00
Pack, Charles Lathrop.....	250.00
Parsons, Joseph.....	25.00
Parsons, William H.....	10.00
Partridge, Dr. Edward L.....	100.00
Pedersen, Dr. James.....	200.00
Perkins, Mrs. George W.....	50.00
Peters, William R.....	100.00
Plaut, Mr. and Mrs. Edward.....	100.00
Plaut, Joseph.....	25.00
Post, Abram S.....	5.00
Reyburn, Samuel W.....	10.00

Rockefeller, John D., Jr.....	\$3,000.00
Koe, Frank O.....	25.00
Roosevelt, J. R., Jr.....	300.00
St. Michael's Church.....	25.00
Sabin, Charles H.....	25.00
Satterlee, Mrs. Herbert L.....	25.00
Schiff, Mortimer L.....	250.00
Schniewind, H., Jr.....	100.00
Session First Presbyterian Church.....	50.00
Shepard, Finley J.....	50.00
Singer, Mortimer M.....	50.00
Slade, Francis Louis.....	250.00
Sloane, John.....	25.00
Smith, Mrs. R. Penn, Jr.....	25.00
Smith, Ormond G.....	50.00
Starr, Dr. M. Allen.....	100.00
Stokes, Mrs. Anson Phelps.....	25.00
Stone, Miss Ellen J.....	25.00
Straus, Herbert N.....	100.00
Straus, Percy S.....	750.00
Swope, Gerard.....	50.00
"T." (Through Dr. Pedersen).....	250.00
Terry, Seth Sprague.....	10.00
Townsend, Edward.....	25.00
Villard, Mrs. Henry.....	10.00
Warburg, Felix M.....	600.00
Watson, Mrs. J. Henry.....	10.00
Weld, Francis M.....	25.00
Wilkie, John L.....	100.00
Wise, Edmond E.....	100.00
Wood, J. Walter.....	25.00
Worthington, George E.....	25.00
Zabriskie, Mrs. Cornelius.....	10.00
Zabriskie, Mrs. George.....	5.00

Brooklyn

"B. C. F.".....	\$ 100.00
Baldwin, William H.....	25.00
Childs, William Hamlin.....	100.00
Low, Mrs. Chauncey E.....	25.00
Lyman, Frank.....	10.00
Merritt, Mrs. James H.....	5.00
Post, James H.....	100.00
Tousey, Miss Elizabeth.....	10.00
Van Sinderen, Mrs. Adrian.....	50.00
White, Miss Frances E.....	100.00

FORM OF BEQUEST

I give and bequeath to The Committee of Fourteen in New York City, a corporation created under and pursuant to the laws of the State of New York, the sum ofdollars, to be applied to the uses of said corporation.

THE COMMITTEE OF FOURTEEN,
Offices, 105 West 40th Street, New York City.

To WILLIAM H. BALDWIN, Treasurer:

Enclosed please find my check to your order for dollars, as my contribution for the support of the work of The Committee of Fourteen for this year.

Name.....

Address.....

Date.....

Ex Libris

SEYMOUR DURST

t' Fort nieuw Amsterdam op de Manhatans



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(NEW YORK), 1651

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